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S T A T E C O U N C I L O F C I V I L D E F E N S E

EMERGENCY WELFARE SERVICES

TRAINING COURSE

Harrisburg, Pennsylvania

1952

EMERGENCY WELFARE TRAINING PROGRAM

UNIT: Orientation and Organization

LESSON PLAN

TIME: 40 Min.

COURSE: Emergency Welfare Services
SOURCE: State Council of Civil Defense
Harrisburg, Pennsylvania
LESSON: The Organization of Civil Defense

Tools and Equipment Required for Lesson:

1. Functional Organizational Chart of the State Council of Civil Defense showing the place of Emergency Welfare Services.
2. List of Counties within State Civil Defense Areas.
3. Local Organizational Chart (prepared by County Civil Defense Council and used when teaching County personnel).

MAIN FACTS	TEACHING POINTS
A. Organization of Pennsylvania Civil Defense	1. Passed by the General Assembly and signed into laws by Governor John S. Fine, March 19, 1951. a. Creating the State Council of Civil Defense. b. Confers certain powers upon Civil Defense Councils, political subdivisions and members of volunteer civil defense organizations. c. Authorizes political subdivisions to make appropriations for civil defense purposes. d. Authorizes Commonwealth to enter into mutual-aid pacts with other States. 2. Fiscal policies of the State Council. a. Biennial appropriation - 4 million, ending May 31, 1953. (1) For salaries, wages, postage, printing, administration, operation of aircraft observation and warning, training key workers, etc. $1,200,000. (2) Reserve for employing, temporary workers, rental or purchase of equipment, material or supplies, either outright or with Federal grants-in-aid. b. Matching funds. (1) The Federal Civil Defense Administration is authorized to allocate to the Commonwealth Federal funds, on a dollar for dollar matching basis.

c. Limitations.
   (1) The Council will make no cash grants to any political subdivision for use by district, county or local civil defense organizations.
   (2) All equipment, material and supplies purchased by the Council shall remain the property of the Commonwealth and shall be used when, where and in such manner as prescribed by responsible officials, regardless of place of storage.

3. Council meeting in March 1951.
   a. Elected Dr. Richard Gerstell, Director.
   b. Appointed N. L. Wymard, Deputy Director.

B. Functional Organization of State Council of Civil Defense

1. Six divisions.
   a. Communications
      Aircraft Warning and Observation
      General Communications
   b. Protective Services
      Fire
      Warden
      Police
   c. Medical and Health Services
      Care of Injured
      Special Weapons Defense
      Emergency Shelter, Feeding and Clothing
   d. Transportation and Emergency Services
      Evacuation
      Rescue
      Highways and Utilities
   e. Training Services
      Training of Key Workers
   f. Public Affairs
      Press, Radio and Television
      Publications and Special Media
      (See State Council of Civil Defense Information Circular #1- May 4, 1951)

Emergency Welfare Services in the Organization is listed as "Emergency Shelter, Feeding and Clothing.

C. Functional Organization of District, County and Local

1. The District Council may be authorized by the State Council to comprise all local organizations in a metropolitan county, in two or more adjacent counties or in parts of two or more adjacent counties.
   a. Council to be administered by a District Coordinator, Deputy District Coordinator and any other members as local officials deem necessary, to be elected by the council and from its members.

2. County Director to be appointed by the Governor upon recommendation of the County Commissioners.
   a. Responsible for organization, administration and operation of county organization.
   b. Authorized to set up at county level whatever divisional organization might best suit local conditions.

3. Local Director to be appointed by the Governor upon recommendation of executive officer and governing body of said city, borough, town or township.
   a. Responsible for organization, administration and operation of local organization.
   b. Authorized to set up at local level whatever divisional organization might best suit local conditions.

D. Functional Organizational Chart Showing the Place of Emergency Welfare Services in Pennsylvania Civil Defense

1. The functional chart showing the place of Emergency Welfare Services in the Commonwealth includes:
   a. The functional organization of civil defense at State level.
   b. The chain of command from the State Director to the local operating level.

(See Attachment "A")

2. Local civil defense should follow as nearly as possible the organizational chart adapting it according to circumstances peculiar to each county and local community.

3. The Commonwealth is divided into three civil defense areas, namely, the Eastern Area, the Central Area and the Western Area.
   a. The Eastern Area comprises eleven (11) counties.
   b. The Central Area comprises thirty-six (36) counties.
   c. The Western Area is composed of twenty (20) counties.

E. Purpose of Emergency Welfare Services

1. Emergency Welfare Services is used to cover the essential activities of providing assistance to individuals until they can be established themselves and take up normal activities.

a. These services will be provided on a temporary basis. Other public and private welfare agencies will be responsible for long time care and permanent rehabilitation of civilian victims of enemy attack.
   (1) Emergency Welfare Services will make referral to permanent welfare agencies and thus it becomes necessary for local civil defense groups to be well acquainted with existing welfare organizations and their facilities.

F. Policy

1. Temporary aid should be given to any person in need as a result of enemy attack. Such aid should be provided on a mass care basis immediately following an attack. Individualized temporary rehabilitation should be undertaken at the earliest opportunity, starting concurrently with mass care, if possible.

2. It should be assumed that all persons seeking aid are actually in need, and the verification process should be kept to a minimum. Essential aid should be provided as promptly and adequately as emergency conditions permit.

3. Attack victims should be cared for in their own communities to the extent possible. It is here that persons can best reestablish their homes and continue in essential jobs or, if necessary find new jobs.

4. Every effort should be made to keep families together. This is particularly important in the case of children whose fears will be greatly eased if they are with their mothers or in a family group.

G. Responsibilities - State

1. The State Coordinator of Emergency Welfare Services is responsible for:
   a. Planning a broad program of emergency welfare services for the state.
   b. Provision of leadership necessary to develop adequate local civil defense emergency welfare plans conforming with the state plan. Such leadership will be provided by consultation as requested, field service, training programs, conferences and special publications.

The Emergency Welfare Services is a part of the Medical and Health Services, State Council of Civil Defense.

c. Encouragement and supervision of development of mutual aid plans by various local civil defense organizations.
d. Development of methods for recruitment and training of volunteers for local civil defense.
e. Review and coordination of local welfare plans.
f. Development of uniform welfare procedures in relation to mutual aid agreements with contiguous states.
g. Coordination of welfare services with other phases of civil defense within the State Council of Civil Defense.

H. County Emergency Welfare Services

1. County Civil Defense Directors should appoint a Chief of Emergency Welfare Services who is responsible for:
   a. The appointment and direction of the principle Emergency Welfare activities.
      (1) Mass Care (including Information, Lodging, Feeding, Clothing, Registration and Inquiry.)
      (2) Temporary Rehabilitation.
      (3) Evacuation.
   b. Developing a general program of EWS patterned after the State plan to coordinate the EWS with other services of the County Civil Defens organization.
   c. The use of all existing private and public welfare agency facilities in the county.
   d. Administration and direction of the recruitment and training of the staff necessary to implement the local Emergency Welfare plan.
   e. Have an EWS organization ready for operation at the time of an emergency.

I. Local Organization

1. Each County or political sub-division should develop and operate an EWS organization in accordance with the State plan. The responsibilities are similar to those of the County Emergency Welfare Services prepared to fit the specific needs and size of the community.

Detailed instructions regarding the organization and planning for the specific duties of the EWS are given in separate training lesson plans.

a. To help plan and operate an efficient organization, a local advisory committee is recommended. Membership of this committee should include representatives of public and private welfare agencies veterans organizations, educators, labor and religious leaders, and representatives of appropriate industries and agriculture.

Operation Principles

2. Requests for assistance from other counties or areas in the Commonwealth are to flow from the County Chief of Welfare Services to the County Director and then to the Area Director.

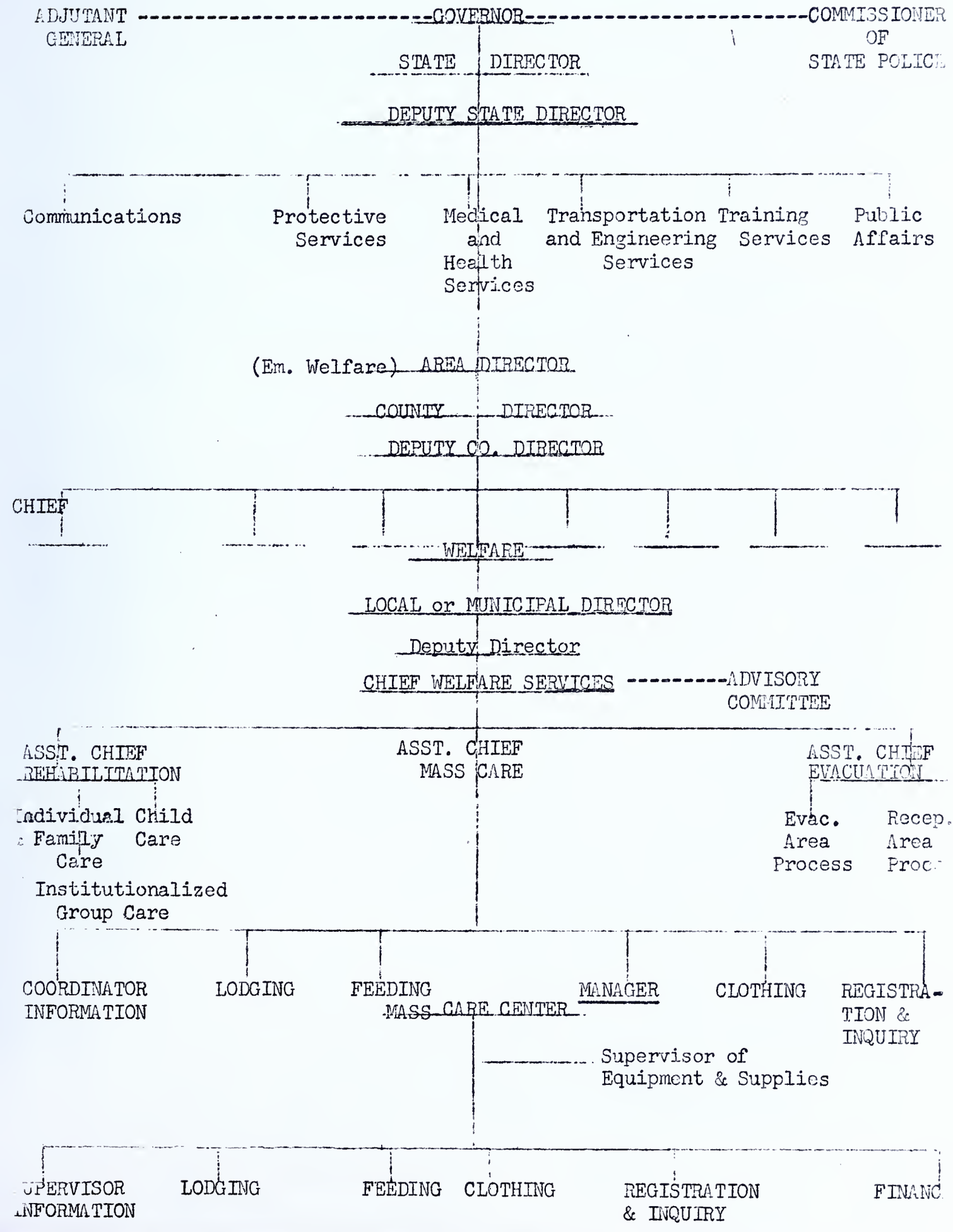
a. Local Civil Defense Directors in charge of stricken communities will request help from other communities through their County Director, but only after all their own forces have been ordered into action, or should it become obvious that local forces will be inadequate to meet the situation. County Directors likewise will request aid from outside the county through their assigned State Control Center, but only after all forces available within the county have been committed, or should it become obvious that they are insufficient to cope with the situation. However, should large forces be drawn from one part of a county for use in another part, the State, or Area Director usually will order replacement units from other counties into the supporting territory.

b. No county, city, borough, town, or township should ever send all of its forces to the aid of another community. At least one-third of all local forces must at all times remain "at home" ready for immediate action.

c. When assigned to duty outside their home communities, all such individuals and units shall report to a person, or persons specially designated by the director. They will serve under leaders of the community organization to which assigned. (See State Council of Civil Defense Special Circular No. 2, March 11, 1952).

Attachment "A"

STATE COUNCIL OF CIVIL DEFENSE
EMERGENCY WELFARE SERVICES
FUNCTIONAL ORGANIZATIONAL CHART FOR PERSONNEL



EMERGENCY WELFARE TRAINING PROGRAM

UNIT: Planning and Operation

LESSON PLAN

TIME: 1 Hour

COURSE: Emergency Welfare Services
SOURCE: State Council of Civil Defense
Harrisburg, Pennsylvania
LESSON: Mass Care Centers

Equipment Required for Lesson:

1. Copy of State Council of Civil Defense Manual on Mass Care Centers.
2. Copy of Mass Care in Disaster, American National Red Cross 1540 June 1951.

MAIN FACTS	TEACHING POINTS
A. Organization of Mass Care Centers	1. EWS is responsible for providing through strategically located centers mass care for victims of enemy attack. They are the focal point for ALL welfare operations. The purpose of these Centers in stricken areas is similar to those in support areas. There is only a change in emphasis. If the Center is in close proximity to the devastated area it would serve as the location to which all of the victims of an enemy attack could immediately come to secure temporary lodging, food and clothing; register and be given information; given First Aid and directed as to where to go for further assistance of a more permanent nature. If the Center is located farther away from the devastated area, it would serve as a more permanent location for furnishing services to the homeless and needy. The planning for this service requires an individual with administrative experience and a knowledge of working with social welfare personnel. (See page 14 State Council of Civil Defense "Manual on Mass Care Centers")
B. Personnel	1. Assistant Chief of Mass Care. The Assistant Chief of Mass Care is a member of the staff of the Chief of Welfare Services. He is responsible for the organization of the Mass Care Centers and arrangements for medical and other necessary services in the centers.

In every assignment made each individual should have an assistant or deputy familiar with and capable of handling the job responsibilities.

His assistants should include:

a. Coordinators (duties are discussed in separate Lesson Plans) for the following phases of activity:
   (1) Information
   (2) Lodging
   (3) Feeding
   (4) Clothing
   (5) Registration and Inquiry
b. Manager of Mass Care Center.

2. Manager of Mass Care Center.
A Manager should be appointed for each Mass Care Center. He is responsible to the Assistant Chief of Mass Care and responsible for all activities and services in his center. His assistants should include:
   a. Supervisors (duties (1) through (5) are discussed in separate Lesson Plans)
      (1) Information
      (2) Lodging
      (3) Feeding
      (4) Clothing
      (5) Registration and Inquiry
      (6) Equipment and Supplies
      (7) Finance
   b. Supervisors are all responsible to the Mass Care Center Manager, and, with the exception of the Supervisor of Equipment and Supplies and the Supervisor of Finance, they will all receive technical assistance and advice from the Coordinator of the particular service they are providing in the center.

3. The Supervisor of Equipment and Supplies.
The Supervisor of Equipment and Supplies is responsible to the Mass Care Center Manager. He is responsible for the obtaining and maintaining of equipment and supplies necessary for the management of the Center. This includes:
   a. Responsibility for heat, light, repairs, sanitation, safety and supply.
   b. Receiving and checking incoming supplies.
   c. Safeguarding supplies and equipment.

See each Lesson Plan for suggested breakdown of personnel.

d. Maintaining an inventory which is to be kept as simple as possible.

e. Issuing supplies.

(1) Personnel should be obtained from individuals familiar w[illegible] custodial operations. The number required will depend on the size of the building.

4. The Supervisor of Finance.
The Supervisor of Finance is responsible to the Mass Care Center Manager. He is responsible for the processing of forms for requisitioning supplies and equipment using approved methods of procurement in use by the local political subdivision.
If temporary financial assistance to individuals is planned by local civil defense authorities, with the sanction of, and appropriation of funds for such purposes, by the local governing body, the Supervisor of Finance would carry out the necessary and prescribed procedure. Individual financial assistance should not be initiated during the disaster or immediately following the disaster, but will come naturally into the scheme of things during the transition period from Temporary Aid to permanent rehabilitation.

C. Pre-Disaster Duties

1. Determination of sites for Mass Care Centers, both for building selected and open sites. (See Questionnaires to be used in selection, pages 5 and 6 State Council of Civil Defense "Manual on Mass Care Centers")

2. Allocation of space within the Center for specific operations.

3. Variations in buildings and sites will not permit any uniformity in the physical layout of Mass Care Centers. The Managers of the Mass Care Centers will be responsible for adapting the space according to the need. (See page 7 State Council of Civil Defense "Manual on Mass Care Centers")

4. Designation of a method for the flow of personnel according to need. (See Flo Chart B State Council of Civil Defense "Manual on Mass Care Centers")

5. Preparation of a list of equipment necessary.

6. Planning for the conversion of selecte buildings into Mass Care Centers.

D. Responsibilities of the Mass Care Center Manager

1. The responsibilities of the Mass Care Center Manager include:
   a. Selection and assignment of personnel. These should be qualified persons living or working in the neighborhood of the center. Persons receiving care in the center may be used in addition to the staff. The number of personnel to be used should be sufficient to staff the center on the basis of three eight hour shifts per day.
   b. Allocation of space. The variations will depend on the building structure and need. (See Appendix U "Mass Care in Disaster" American National Red Cross 1540 June 1951) The following needs are to be considered:
      (1) Buildings where feeding facilities are not located permanently, space should be made for serving food if it can be brought to the center.
      (2) Reception and information facilities.
      (3) A large space near the reception area for registration and inquiry.
      (4) An isolated area for First Aid services.
      (5) Lodging quarters with consideration being given to infirm age groups, sex and family units.
      (6) Space for clergy and counseling services.
      (7) Space for clothing distribution.
      (8) Storage space.
   c. Coordination with the following civil defense services:
      (1) Transportation - for the procurement of food and necessary equipment; and transportation arrangements for staff to and from the center when necessary because of post-disaster conditions.
      (2) Medical - to obtain a team at the center to:
         (a) Treat and care for the wounded, and victims suffering from emotional shock.

(b) Control epidemic and isolation.
(c) Provide sanitation teams.

(3) Police - to obtain auxiliary policemen for the protection and control of the center.

(4) Communications - to be acquainted with methods being used and arrangements for messenger service when regular channels of communication are not functioning.

(5) All other civil defense activities such as Warden, Fire, etc.

(d) Requisitioning and recording of all supplies and services necessary in the management of the center. It is suggested that an approved existing system of Purchase and Supply be used. Records are to be kept at a minimum.

E. Policy

1. Mass Care Centers are to provide <u>all</u> mass care services.

2. Each center should be a common facility consisting of one large or several adjacent buildings.

3. Although Mass Care Centers are primarily established for victims of an enemy attack, the centers also should provide food and lodging to civil defense workers when necessary.

4. Every effort shall be made to operate each Mass Care Center on a basis of self-help.

5. As soon as possible, every effort should be made to assist individuals to leave Mass Care Centers.

6. During the Mass Care interval, individual needs can be assessed and provision made for temporary rehabilitation services for those who are unable to carry out plans independently.

7. Mass Care Centers should be closed as soon as possible.

F. Attack Duties.

1. All members of the Mass Care Center staff are to report for duty when the alert is sounded. If conditions do not permit movement, all members are to take cover until such time as they can proceed to carry out their assigned duties in the places previously arranged.

2. Duties for specific phases of emergency welfare carried out in the Mass Care Center are listed in separate Lesson Plans.

EMERGENCY WELFARE TRAINING PROGRAM

UNIT: Organization and Distribution
TIME: 2 hours.

LESSON PLAN

COURSE: Emergency Welfare Services
SOURCE: State Council of Civil Defense, Harrisburg, Penna.
LESSON: Emergency Feeding

Tools and Equipment Required for Lesson:

1. Copy of The State Council of Civil Defense Feeding Manual
2. Sample form of "Survey of Feeding Facilities with the Explanation Sheet"
3. A Food Plan for Home Defense

MAIN FACTS	TEACHING POINTS
A. Organization of Emergency Feeding	1. EWS is responsible for providing food for victims of an enemy attack and for civil defense workers. The fundamental importance of this program gives its organization and development a high priority in civil defense planning. Civil defense will "travel on its stomach". Our people have need for high morale and this will be impossible without proper food. Emergency Feeding includes: a. Feeding the homeless and evacuees. b. Feeding patients and hospital staffs where feeding facilities have not yet been established. (1) Emergency annexes may have to be developed in facilities surrounding a hospital. Administratively and technically these supplementary feeding places are under the direction of the hospital staff. Special cases require medical supervision when using EWS teams as supplementary feeding units. c. Feeding civil defense workers. 2. The planning for this service requires an individual familiar with not only food procurement but also food distribution. Public and private eating establishments, soup kitchens and mobile canteens or a combination of these are to be used. These are to be supplemented by additional feeding centers and improvised cooking facilities. The food industry, restaurant and hotel operators and organizations experienced in group feeding are to be used.

B. Personnel

1. The Coordinator of Emergency Feeding is a member of the Staff of the Assistant Chief of Mass Care. He is responsible:
   a. For the developemnt and operation of the Emergency Feeding Plan. He should have three assistants to:
      (1) Procure food from supply sources or other sources if necessary.
      (2) Obtain supplies of water, fuel and special equipment.
      (3) Staff and operate feeding stations and mobile units.

2. Mass Care Center Feeding Supervisor. A Mass Care Center Feeding Supervisor should be appointed to handle feeding at his center. He will be administratively responsible to his Mass Care Center Manager but will receive advice and technical assistance from the Coordinator of Emergency Feeding.

3. An advisory committee should be appointed to insure the best information and experience to those responsible. This committee should be strictly advisory and have no responsibility in operations. Membership should include persons with a broad knowledge of the food industry and procedures involved in food preparation and quantity feeding.

4. Mobile food teams will need to be organized to carry food to civil defense workers such as rescure, fire fighting, and first aid station personnel. The staffing pattern of these teams will be determined by the type of equipment available. It is suggested that teams be composed of between seven and fifteen people headed by a food service supervisor. Although these teams are mobile, they are local and should not be confused with the mobile support feeding teams.
   a. Types of mobile feeding teams:
      (1) Serving teams serving food prepared by central kitchens.
      (2) Cooking and serving teams needed for mobile units or improvised kitchens to be set up wherever possible. This combination of service should be interchangeable according to the need.

In selecting personnel their proximity to the place of feeding operations in important. Wherever possible those with known food abilities should be drafted. A list of qualified Pennsylvania feeding personnel has been prepared by the State Council of Civil Defense and distributed to all County Directors.

5. Additional personnel for operations should be assigned. These include cooks, cooks helpers, dishwashers, etc.

C. Pre-Disaster Duties

See Attachment "A"

1. A survey must be made of:
   a. Existing and potential eating establishments. This is to include the number of cooks and other personnel required for the emergency operation of each of these establishments.

   b. Cooking equipment and secondary water and fuel supplies.
      (1) Surveying approved water sources is a responsibility of the engineering services, but the Coordinator of Emergency Feeding must recognize that making arrangements to have water available for preparation of food is primarily his responsibility. This may include the transportation of water. Therefore, he should work very closely with other civil defense services to make certain plans will be adequate.

2. Based on the survey a written plan should be drawn including:
   a. Directories of:
      (1) Staff personnel, their address and phone number.
      (2) Food items.
      (3) Non-commercial eating facilities.
      (4) Public eating places.
      (5) Equipment, water and fuel supplies.
   b. Menus for mass feeding. (See State Council of Civil Defense Feeding Manual.)
   c. System for obtaining supplies and equipment necessary to carry out the feeding operation.
      (1) Use of already approved requisition system now in use by local authorities.
   d. The plan must be simple, realistic and flexible.
      (1) The important thing is to get food quickly to the people. The menu must be simple requiring only a few ingredients and few untensils based

Example for use of teacher:

Resourcefulness Necessary

At the time of the Dunkirk evacuation, there came to a remote locality 8,000 exhausted men, landed from the Continent, who had been without food for five days. The neighborhood was without food stores, but a resourceful woman was not defeated. Untrammelled by red tape she requisitioned a flock of sheep grazing nearby and a standing field of cabbages. She obtained the help of a local butcher and set the village women to work. A bath not yet installed was used as a gigantic stewing pan, a fire lit under it and soon the starving men were enjoying a satisfying meal.

on foods readily obtainable in quantity. The menu must be one which can be prepared by personnel recruited from the food industry if possible and trained in the organization of civil defense.

e. The destruction of previously designated places must be considered and alternates chosen.

(1) Provision must include movement of personnel, equipment and supplies.
(2) Necessity for increase in volume and still not have services inadequate.

3. Aspects to be considered in development of the plan.
   a. The highest standards of sanitation are to be maintained using regular government inspection agencies whenever possible.
   b. All civil defense feeding personnel be given training in hygienic food handling practices.
   c. A trained worker be assigned to each food preparation and feeding center with the responsibility for seeing that proper sanitary rules are observed.
   d. Relieve public anxiety concerning the risks of atomic warfare to food production and supplies.
      (1) Contamination of food from a high air burst of an atomic bomb is relatively slight. Undestroyed food present in unbroken containers may be consumed with safety if the superficial layers are removed. A ground or underwater burst may result in heavy contamination of considerable area. Special attention must be given to the danger of glass splinters. Packaged foods and even cans of food can be perforated by glass particles.

4. Basic standards of caloric intake should be maintained but governed by the amounts of food available.

Following an attack if facilities, personnel and food available are sufficient to permit more complete feeding it **should** be encouraged.

Important: What food will be served not how many calories in the immediate post-attack period. For additional information see your local Red Cross Chapter, Home Economics Advisor, and State School Lunch and Nutrition Division personnel.

a. The nutritional requirements during an emergency caused by war are not different from the requirements of ordinary stress and strain of peace-time living. However, due to shortages it becomes necessary to define the nutritional allowances in terms of the minimum. The food allowance for evacuees may be reduced to one or two meals per day with an energy allowance of 1600 calories and protein at the minimum level. 35 grams of protein daily is considered necessary to prevent destruction of body protein.

b. The allowance of water for evacuees may be reduced to one quart per day depending on the local supply of water.

c. Essential workers such as firemen, police, maintenance workers etc. must have adequate food to maintain their work output. These should be given food every four hours. Water allowance for these workers is greater.

d. Basically for the period immediately following attack something hot to drink or some hat soup is extremely important for morale purposes.

D. Policy

1. Emergency Feeding is strictly an emergency operation when:
   a. It is administratively impossible to determine who can pay and who cannot pay.
      (1) During the immediate post-disaster period everybody who presents himself at an emergency feeding installation will be fed without question.
   b. Commercial food facilities are non-existant, inadequate or out of reach.

2. Emergency Feeding will operate continuously during the first 24-48 hours after attack. When the immediate emergency is over, food may have to be prepared and distributed on a reduced scale for persons in temporary lodging or for families in homes where utilities are not functioning.

3. Plans are for short-term operation and to be discontinued as soon as practicable.

4. Distribution of food from bulk supplies to families who are able to prepare meals in their home but cannot procure food from normal sources.

5. Meals must be provided in Mass Care Centers, and along evacuation and support routes.

6. County Welfare Chiefs are responsible for a periodic check of food surveys to make certain they are accurate. this may be done by contact with the food supply officials.

7. If Mass Care Centers do not possess feeding facilities adaptations must be made for performing the functions of mass feeding. These plans include;
   a. The use of neighborhood restaurants which are to be opened for business as quickly as possible.
   b. Preparation of food over outdoor open fire places. The preparation of food in the open is not recommended unless there is no lther alternative. Outdoor cooking is based on the same supply procedures as those used for indoor service.

8. Where large numbers of people will be sent to commercial establishments for food from Mass Care Centers which do not have feeding facilities, teams of checkers can be organized and assigned to these restaurants to tabulate the number of meals served by a restaurant to homeless people, civil defense workers or others that should be fed by the emergency feeding operation.
   a. These checkers are to be used in shifts.
   b. Standard requisitions already in acceptance by the local political subdivision may be given the restaurant covering the total number of meals served at any agreed period.
   c. This will require a standard meal formula.

9. For isolated or exceptional cases, it is suggested that standard ticket rolls used by any theater, obtained locally and if necessary, identified by a civil defense stamp may be issued for individual meals where circumstances would justify meals provided for a longer period.

E. Procurement

1. Food shortages may become acute and may continue until transportation facilities are restored. This problem can be relieved in any area by individual families considering the problem in advance of a disaster. All families and individuals should be prepared to care for their major individual food needs for a period of three days. Supplies in local grocery stores are to supplement the emergency food already on hand in private households. It is for this reason that wholesale supplies should be used for emergency feeding of disaster victims.

See: State Council of Civil Defense "Food Plan for Home Defense"

2. It is recommended that existing systems for Purchase and Supply be used when making requisitions for food supplies and meals for emergency feeding operations.

3. In requisitioning food supplies, quantities should be ordered according to emergency food units. Each unit should be rationed for 100 persons.

F. Distribution

1. Arrangements have been made with the Pennsylvania Department of Agriculture for an appropriate state wide distribution of such major items as bread, milk and canned goods. This cooperative planning will cover methods of food procurement and distribution, policies and organizational plans for counties and communities. Its purpose is to relieve the Chief of Emergency Feeding of the responsibility of the over-all food supplies both as to problems of emergency welfare and for the entire population of the area.

2. Should local food supplies be inadequate, the Chief of Welfare Services is to notify the County Director who in turn will contact the Area Director so that food may be sent to designated locations.

3. The type of program to be used will be determined by the situation under which the emergency feeding becomes necessary:
   a. BUILDINGS NOT SAFE. UTILITIES NOT AVAILABLE.
      Feed from a truck or canteen.
   b. BUILDINGS SAFE. UTILITIES NOT AVAILABLE.
      Feed from mobile kitchen; indoor or outdoor set up.
   c. BUILDINGS SAFE. UTILITIES AVAILABLE
      Feeding can be more nearly normal.

4. Wherever possible the feeding operation in both target and support areas is to be carried on in Mass Care Centers, whether it be in the building or adjacent buildings specified as a part of the Center.

5. When necessary, feeding installations must be located in the neighborhood or arrangements made for bringing in food to central locations.

6. Arrangements must be made to provide food to be consumed enroute to persons who are moved by motor convoy or other means of transportation.
   a. The feeding of civil defense volunteers on the job will require the use of mobile equipment bringing food into damaged areas where no fixed feeding installations can operate.

      (1) Arrangements must be made with the Transportation and Engineering Section with regard to the movement of food through streets filled with rubble.

G. Disaster Duties

1. The Emergency Feeding Staff will report to their assigned Mass Care Centers when an alert is sounded. Upon arrival at the assigned place of duty the staff are to report to the Manager of the Mass Care Center. When reporting each member of the staff will bring an additional garment for warmth and any personal toilet article which may be necessary. All staff members are to come prepared to remain during the first 24 hours after an attack and on a progressively diminishing scale thereafter.

2. The Chief of Emergency Feeding is to immediately check cooking facilities to determine any damage.

3. If facilities are found to be inadequate alternate sources for cooking are to be arranged immediately.
   a. This planning must take into account the feeding, storing of food supplies equipment and the organization of the kitchen in relation to the flow of persons and supplies.

4. The preparation and serving of a sweet hot drink is to begin at once.

5. The preparation of a good hot meal not just a snack. Something to eat immediately after the disaster will help relieve the shock of those unhurt.

See State Council of Civil Defense Feeding Manual page 8.

6. Setting up feeding lines.
   a. Self-service will prevail. This may be continuous or staggered depending on conditions and the number of people involved.

7. Assignment of simple tasks within the Center to incoming evacuees or homeless. They should be carefully supervised to avoid food contamination.

8. Contact with the Mass Care Center Manager regarding the needs to be supplied by other sources both local and adjacent. This may be obtained by checking individual equipment records previously prepared such as the survey of local feeding facilities.

9. Checking the working conditions of civil defense workers in order to prevent continuous working without adequate nourishment or rest.

10. Contact with other services of civil defense such as supplies, transportation, engineering and health to determine the places where feeding operations will be needed most.

H. Training

1. Recruitment should be from personnel regularly operating feeding establishments. These people already know how to effectively use kitchen equipment.

a. Copies of the State Council of Civil Defense Feeding Manual should be given to those in charge of mass feeding in order that they may have large quantity menu information.

b. Key workers of each Mass Care Center should be familiar with the building and its facilities. This can best be accomplished if each individual actually goes to the Center and works there when food is being prepared under normal conditions.
   (1) Red Cross Canteen workers can assist with this training.
   (2) Planning with the local school lunch authorities can be done in order to receive training from these regularly employed personnel.

c. Specific directions for the use of all power equipment is to be posted beside the piece of equipment.

d. Instructions and precautions regarding safety and sanitation should be given to as many workers as possible and particularly all key workers. An emergency will mean that large numbers of unskilled workers will be used under less than ideal conditions and the hazards of contamination and accidents will be greatly increased. If utilities are working these factors become important.

I. Mobile Canteens

1. The mobile feeding convoy unit should be considered for use after attack. This may be based on the previous survey of canteens and vehicles which can be transformed into canteens such as milk trucks, vegetable trucks etc. Their function is first aid immediately after a raid in the form of hot drinks and light meals (stews, sandwiches etc.) They provide a service until more elaborate arrangements can be made. They are then withdrawn in readiness for the next service. They serve an effective role immediately after an attack when people are suffering from shock. Kitchens are more useful in the next phase.

2. These canteens are designed to be self-contained. They are to carry their own staff, foodstuff, water and fuel.
   a. Insulated containers for storaging and transporting hot food from the Mass Care Center may be used. Improvisation is necessary to the fullest extent.

3. Personnel of this mobile canteen unit is responsible to the local Supervisor of Emergency Feeding and the membership is to include:
   A. 1 Section Manager, 2 cooks, 2 food servers and 5 helpers.

4. Suggested reading material: "The Army Cook Chapter 12" which includes information regarding construction of field stoves and ovens, and the equipment of a kitchen truck; The American National Red Cross "When Disaster Strikes" and "Mass Care in Disaster".

5. Operation of mobile canteens.
   a. Each local Chief of Emergency Welfare Services should keep a record of the mobile canteen unit and Section Manager assigned to him. Each Section Manager should have two alternates.
   b. The personnel of the mobile canteen unit are to hold themselves in readiness for movement if a community itself has not been effected by disaster. No unit will move without specific orders from the Area Defense Director channeled through the County Director.

Example: The British planning for a self-contained mobile feeding convoy consists of sixteen vehicles and three motorcycles carrying a staff of 50.

SURVEY OF FEEDING FACILITIES

1. Name of facility _____

   Address _____ Phone No. _____

2. Name of owner or manager _____

   Address _____ Home Phone No. _____

3. Type of fuel used for cooking _____

4. Normal kitchen staff:

Type	Total	Male	Female
Supervisors			
Cooks			
Other			
Total			

5. The following information is requested concerning capacity of facility, operating under emergency conditions. The estimate of such capacity should be based on the preparation and/or serving of a simple, nourishing meal, consisting of a beverage, bread, and stew, cereal or other comparable food.

   Number of meals which can be prepared per hour _____

   Number of persons who can be served per hour _____

Signature _____

Title _____

SURVEY OF FEEDING FACILITIES (Continued)

Explanation of Items on Survey Form

1. The name of the facility should so identify the establishment that it can be located by welfare workers in case of emergency. The name should also indicate generally the type of establishment, e.g., hotel dining room, restaurant, lodge banquet, etc.

2. The name and address of the owner or manager are requested for use in locating him in event of emergency.

3. Indicate the type of fuel used in the cooking of food. This information is of importance for use in case of emergency which destroys or impairs the supply of such fuel to the facility.

4. The information on kitchen staff is desired for use in planning maximum use of experienced personnel during an emergency. In entering such data on the form, those persons whose primary duties consist of food preparation should be considered as cooks although they may also perform supervisory or other duties.

5. In evaluating the capacity of the facility for the preparation and/or serving of food under emergency conditions, only the physical properties should be taken into consideration; and adequate supply of personnel should be assumed. The physical properties which should be considered are the number, type, capacity, and condition (insofar as the foregoing considerations are applicable) of the following:

KITCHEN EQUIPMENT

Ranges
Ovens
Steamers
Boilers
Coffee Urns or Makers
Sinks for Vegetables
Sinks for Pots and Pans
Work Tables or Counters

COOKING UTENSILS

Stock Pots
Sauce Pans or Kettles
Baking Pans
Can Openers
Cutlery - Knives, Carving
Paring
General Cutlery
Forks
Spoons
Ladles
Dippers

STORAGE

Refrigerator
Walk-in Cooler
Frozen Food Storage

DISHWASHING EQUIPMENT

Sinks
Dishwashing Machine

SERVING FACILITIES

Counter or Serving Tables
Dinner Plates
Other Plates
Soup Bowls
Other Bowls or Desert Dishes
Cups
Glasses

SILVER

Knives
Forks
Spoons

DINING ROOM - SIZE

Tables
Chairs
Total Seating Capacity

GENERAL

Cans suitable for Cooking
G. L. Cans
Stirring Paddles
Hot Water Capacity
Garbage Containers
Toilet Facilities
Hand Washing Facilities
Fire Extinguishers
First Aid Kits
Telephone
Is Cleaning Equipment Available
Is there Running Water

OUTDOOR SPACE FOR COOKING

Adjacent to Kitchen

EMERGENCY WELFARE TRAINING PROGRAM

UNIT: Organization and Distribution
TIME: 1 Hour

LESSON PLAN

COURSE: Emergency Welfare Services

SOURCE: State Council of Civil Defense
Harrisburg, Pennsylvania
LESSON: Clothing

MAIN FACTS	TEACHING POINTS
A. Organization of Clothing Service When course is presented at local leve, names of individuals actually holding these positions should be given. A diagram of actual organization in local area would be a great aid.	1. EWS is responsible for providing basic clothing to disaster victims to prevent suffering whenever people are unable to get clothing in the normal way. This is strictly an emergency operation, and will differ in duration from place to place according to the situation. 2. In order to successfully accomplish this mission, planning and operation are divided into two main divisions "procurement" and "distribution". a. Procurement. The Coordinator of Emergency Clothing, a staff position on the staff of Assistant Chief Mass Care is responsible for this phase and his specific duties are as follows: (1) Preplanning for the collection of donations of used clothing. (2) Survey of existing commercial clothing resources together with procurement procedures. (3) Recruiting and training of personnel to operate his section. (4) Technical advice and support to Managers for Emergency Clothing in Mass Care Center under his jurisdiction. (5) Contact and plan with the Transportation Service in order to assure transportation for the hauling of clothing, used clothing from collection points, and new clothing from commercial sources to Mass Care Centers. (6) In times of disaster, the placing of his plans in operation and the actual procurement and delivery of clothing to the Mass Care Centers.

b. Distribution. Each Mass Care Center has a Mass Care Center Clothing Supervisor who is responsible to the Manager Mass Care Center for the receipt and distribution of clothing and his specific duties are as follows:

(1) Recruiting and training of personnel to make his section fully operative.

(2) Planning the layout of his clothing issue within the Mass Care Center in coordination with other activities.

(3) Receipt, recording, and storage of clothing as delivered.

(4) Rehabilitation of used clothing as required.

(5) Issue of clothing to disaster victims as they arrive at Mass Care Center.

B. Personnel

1. General

a. Personnel wherever possible should be obtained from individuals connected with retailers, wholesalers, and manufacturers of clothing.

b. Individuals active or trained in this type work by such organizations as the American Red Cross, the Salvation Army, Neighborhood Leagues and similar groups.

c. Men and women who have served in clothing section of the Services of Supply of the Armed Forces.

2. Staff

a. Coordinator of Emergency Clothing and Staff.

(1) The Coordinator of Emergency Clothing is a member of the Staff of the Chief of Mass Care. He is responsible for the overall development of a clothing plan and for the direction of emergency clothing operations.

(2) His specific duties are listed in paragraph A2 above.

b. First Deputy Coordinator of Emergency Clothing.

(1) The First Deputy Coordinator of Emergency Clothing is a staff member to the Coordinator of Emergency Clothing and should be specifically in charge of the procurement, collection, and delivery to Mass Care Centers of used clothing.

(2) He should be familiar with the entire operation so as to act as Coordinator when required.

c. Second Deputy Coordinator of Emergency Clothing.

(1) The Second Deputy Coordinator of Emergency Clothing is a staff member to the Coordinator of Emergency Clothing and should be specifically in charge of the procurement and delivery of new clothing to Mass Care Centers.

(2) He should be familiar with the entire operation so as to act as Coordinator when required.

d. Additional Staff. Two secretaries to serve as typists and clerks should be sufficient for average size operations. Naturally this could be increased where a great number of Mass Care Centers are to be in operation.

3. Mass Care Center Clothing Supervisor, Staff and Workers.

a. Mass Care Center Clothing Supervisor

(1) The Mass Care Center Clothing Supervisor is administratively responsible to the Mass Care Center Manager but will receive advice and technical assistance directly from the Coordinator of Emergency Clothing.

(2) His specific duties are listed in paragraph A2b above.

In giving course in local community, a floor chart showing receipt and storage rehabilitation of clothing and the flow of personnel through processing procedure would be helpful.

b. Staff.

(1) The following is considered a minimum skeleton trained staff necessary to accomplish the preplanning and actual operation following a disaster. This staff could be increased in very large Mass Care Centers Labor and additional help will be procured from able-bodied women and men reporting to the Mass Care Centers.

(2) Typist and clerk to act as an administrative assistant to the Mass Care Center Clothing Supervisor.

(3) Receiving and Stock Room Foreman to be responsible to the Mass Care Center Clothing Supervisor for the receipt, maintaining stock records, storing of clothing in bulk and issuing in bulk to the Processing Section.

(4) A Stock Record Clerk to maintain the stock records of clothing for the Receiving and Stock Room Foreman.

(5) Clothing Rehabilitation Foreman to be responsible to the Mass Care Center Clothing Supervisor for the repair and placing old clothing in serviceable condition.

(6) Processing Foreman to be responsible to the Mass Care Center Clothing Supervisor for the issuing of clothing to victims, and he should have the following expediter and chiefs in charge of the phase indicated after their position:

(a) Chief Expediter for men's clothing.

(b) Chief Expediter for women's clothing

(c) Chief of shoe fitting section, men.

(d) Chief of shoe fitting section, women & children.

(e) Chief of under garments, men.

(f) Chief of under garments, women & children.

(g) Chief of outer garments, men.

(h) Chief of outer garments, women and children.

C. Pre-Disaster Duties

Example: Suggested List of Clothing Items for Bulk Purchases. See Survey of Clothing Supplies Form (Attachment A.)

1. Determination of essential types of clothing needed.

a. The minimum quantity of clothing is the clothing needed by an individual to maintain a reasonable health and decency standard. The high cost of clothing makes it

essential that distribution of free clothing be kept at a minimum, but that needs be met.

2. Survey of available local sources of both new and used clothing from either voluntary sources or through normal retail or wholesale outlets.
   a. Local surveys of retail and wholesale clothing establishemtns should include name of firm, address, telephone number including address, and night phone of proprietor.
   b. Person to contact with address and phone number.
   c. Type and quantity of low priced clothing on hand.
   d. Planning with Transportation Section. Duties consist of :
      (1) Transporting contributed clothing to Center.
      (2) Transporting new clothing to Center.
      (3) Instructions to transportation section, in case attack conditions change location.

3. Establishment of a central collection and distribution point.
   a. Collection points for used clothing should be established at numerous well-known points throughout the community convenient to the individuals donating the used clothing.
   b. Distribution of all clothing should be made in the Mass Care Center.
   c. The planning of the allocation of duties in the distribution center as given in "H" to follow.

D. Policy

1. Stockpiling of clothing is not recommended.

2. Preattack clothing drives are not recommended.

3. Emergency Clothing will be provided FREE to all who are in urgent need because:
   a. Clothing purchases may be impossible.
   b. Determination of ability to pay would require too much time immediately after the attack.

4. Clothing will be supplied from:
   a. A post-attack collection of publicly contributed clothing determined in advance through local publicity similar to that given Red Cross clothing drives.
   b. Where it is necessary to provide new clothing provisions will be made through Commonwealth or Federal sources in the event that local connections are inadequate.
   c. A combination of both methods.

E. Supply

1. Contributed Clothing. This supply is based on appeals for contributions. In order that a post-attack appeal may be successful, it is necessary to give:
   a. Publicity relative to the necessity of contributing only CLEAN, WHOLE GARMENTS. This may be done in emergency welfare meetings, editorials, television, radio scripts etc. regarding Mass Care Center activities.
   b. The clothing appeal must include:
      (1) The quantity and type of garment needed.
      (2) Approximate number of persons requiring clothing.
      (3) The location of collection and distribution centers to be established and those already active.
      (4) That only clean clothing in good condition will be accepted.
   c. A written copy of this appeal is to be filed by the Coordinator of Emergency Clothing with the County Director of Civil Defense so that upon notice immediate distribution may be given making only necessary changes according to conditions.
   d. Volunteer teams must be recruited and trained to collect, sort, clean and repair clothing. This includes:
      (1) Receiving and checking clothing.
      (2) Classifying clothing into usable and non-usable.
      (3) Sorting, sizing, labeling.
      (4) Keeping minimum records of amounts.

Example: County should designate a local welfare group responsible for this phase. (Salvation Army). They could prepare a plan to use high school boys and girls or older Scouts on a house-to-house canvas.

Sample: copy of Clothing Appeal: (Attachment B)

2. New Clothing.
   a. The survey of available clothing as referred to in "B" above should give local estimates which could be provided quickly. It should show the principal supplies in each wholesale and retail establishment. This information is to be reviewed periodically and kept up to date.
   b. The survey report of available clothing will be used.
      (1) To facilitate movement of clothing and determine quantities and types available.
      (2) To assist the Area Civil Defense Director in the procurement and distribution of supplies for other localities.
      (3) To serve as a guide when preparing orders for clothing after the immediate post-disaster stage of five days.

F. Procurement

1. It is recommended that existing local systems for purchase and supply be used when making requisitions for new clothing.
   a. Should used clothing be inadequate, the Mass Care Clothing Supervisor will notify the Coordinator of Emergency Clothing to obtain new clothing supplies from outlets previously listed in the clothing survey.
   b. Transportation arrangements previously listed in C2d as given above are to be used. If transportation is not available clothing is to be taken to the Center by the best means possible.
   c. If County clothing supplies are inadequate the Chief of Welfare Services should make arrangements through the County Director for support within the Civil Defense Area.

G. Distribution

1. Distribution of clothing should be made in the Mass Care Center. Previous arrangements with the Manager of the Mass Care Center should allow, if practicable, separate dressing rooms for male and female.

British experience showed that most heavy raids occurred at night thus the majority of people came to the Center under a coat or a blanket. Clothes had to be provided immediately even if they were only lent for cover. This accounted for the acute shortage of underclothes until large stocks were acquired.

2. Equipment for a Center includes: Work tables; racks for dresses, coats, and suits; bins or boxes for socks, underwear and shirts; coat hangers; needles; thread; buttons; wrapping paper and string.

3. When contributed clothing begins to flow to the Center, no discrimination is to be allowed in the distribution. Clothing unfit for distribution is removed from the Center to conserve space. Garments ready for use are sized, sorted, labeled and put on racks or tables.

H. Disaster Duties

1. The Emergency Clothing personnel will report to their assigned Mass Care Centers when an alert is sounded both in stricken and support areas. When reporting for duty each member of the staff will bring with him an additional piece of warm clothing.
   a. This extra item will be used either for a disaster victim or a civil defense worker. (Note: nervousness and tension under disaster conditions produces excessive parspiration tending to lower body temperature and resistance.)
   b. Staff are to come prepared to operate continuously during the first 24 hours after an attack and on a progressively diminishing scale thereafter.
      (Womens Volunteer Services in Britain showed that due to fire all clothing stocks had to be moved twice in eight hours when necessary.)
   c. Immediately upon arrival the rooms should be arranged for receipt of incoming clothes and personnel.
   d. Allocation of duties to available and able disaster victims coming to the Center.

2. In Support Areas throughout the Commonwealth staff assigned to the collection and processing of contributed clothing should immediately begin operations.
   a. Contact is to be made with the Area Director for instructions regarding the desired movement of clothing.

3. As victims come to the Center a survey should be made as quickly as possible to determine those needing clothes. Determination can be made only from reports as they come to the center and a check with the Chief Warden or Chief Security Division.
   a. Information should be sent immediately to the Coordinator of Emergency Clothing in order that assistance may be obtained.
   b. The team of clothing collectors are to begin a canvass of near by dwellings for used clothing.

4. Collected clothing is to be checked for repair and cleanliness. If not distributed immediately, clothes are to be tagged and stored in racks or specified locations.

I. Temporary Rehabilitation Service

1. When immediate needs have been met, issuance of emergency clothing should be discontinued in favor of aid on an individual basis, through the Temporary Rehabilitation Aid. The decision to stop emergency clothing operations will be made by the Chief of Emergency Welfare Services at the direction of the Area Directors, State Council of Civil Defense.

2. Clothing will be issued as long as contributed clothing is available and the need exists. After the emergency clothing operation ceases clothing will be issued only on the basis of written orders approved by the local civil defense authorities.

3. The Coordinator of Emergency Clothing will continue operations after the official termination of the program in order to:
   a. Complete the collection, sorting, and distribution of contributed clothing.
   b. Advise staff members of the Temporary Rehabilitation Aid on the issuance of clothing orders.
   c. Assist the Civil Defense Area Director in completion of distribution needs.

Attachment A.

SURVEY OF CLOTHING SUPPLIES

Name of Firm _____

Address _____ Phone No. _____

Persons likely to have Stock for release in case of emergency.

Name	Address	Phone No.

Type of Clothing	Number of persons by age groups who can be provided with minimum necessary clothing* in event of emergency, assuming normal average stock on hand.				
	1 - 3	4 - 6	7 - 11	12 - 16	Adult
SPRING & SUMMER STOCK					
MALE					
Shoes _____					
Socks _____					
Underclothing (shorts, shirts, etc.)					
Outerclothing (suits, trousers, overalls, etc.					
Hats _____					
FEMALE					
Shoes _____					
Socks or stockings _____					
Underclothing (Panties, slips etc.)_____					
Outerclothing (Dresses, suits coats, etc.) ____					
Hats _____					
FALL & WINTER STOCK					
MALE					
Shoes _____					
Socks _____					
Underclothing (shorts, shirts)					
Outerclothing (suits, overcoats)					
Hats _____					
FEMALE					
Shoes _____					
Socks or stockings _____					
Underclothing (Panties, slips, etc.)					
Outerclothing (dresses, suits, overcoats, etc.)_____					
Hats _____					

	INFANTS	NUMBER
* List only stocks of utility type.	Layettes.....	_____
	(Caps, Wrappers, sweaters, diapers, etc.)	

Signature _____

Attachment B.

SAMPLE NEWS RELEASE

Clothing is urgently needed to aid the victims of _____

The _____ Civil Defense Council is opening a collection center immediately to receive donated clothing, Mr. _____ Coordinator of Emergency Clothing said today. Clothing you give will be distributed at once to those needing it.

Take the clothes you wish to donate to these places:
(Give specific name and address of each location.)

Emergency Welfare Services suggests that the following procedures be followed in donating clothing, according to Mr. _____

1. Collection centers will be open from 8:30 a.m. to 6 p.m. daily as long as clothing is needed.
2. All clothes should be laundered or cleaned before being donated.
3. Only clothing in wearable conditions should be brought to the centers. No clothing will be accepted that is unfit to wear. If possible, make minor repairs and mend torn places.
4. No clothing is acceptable that has been worn recently by a person with a contagious or infectious disease.
5. Church groups, fraternal or veteran organizations, civic and service clubs, farm organizations and women's clubs who want to collect clothing among their own members are urged to size, sort and label the garments before turning them over to the collection center, thus expediting distribution.

   (State here the type of clothing particularly needed and repeat the location of collection centers above.)

   Clothing is needed immediately. Give what you can to help others.

EMERGENCY WELFARE TRAINING PROGRAM

UNIT: Planning and Operation

LESSON PLAN

TIME: 1 Hr.

COURSE: Emergency Welfare Services
SOURCE: State Council of Civil Defense
Harrisburg, Pennsylvania
LESSON: Emergency Lodging

Equipment Required for Lesson:

1. State Council of Civil Defense Manual on Mass Care Centers.
2. State Council of Civil Defense Plan for Emergency Housing and Mass Feeding.
3. Copy of Mass Care in Disaster ARC 1540 June 1951.

MAIN FACTS	TEACHING POINTS
A. Organization of Emergency Lodging	1. EWS is responsible for providing lodging for victims of enemy attack unable to provide lodging through their own resources. The planning for this service requires a person experienced in housing large numbers of people. Individuals familiar with hotel or motel management, public housing officials, ex-military billeting officers may be used. His duties consist of: a. A complete survey of available local sources of all types of lodging facilities for mass or congregate lodging. b. The responsibility of planning for the use of private dwellings when necessary. c. The maintenance of data from this survey at a central location and a copy kept at an alternate place.
B. Personnel	1. Coordinator of Emergency Lodging. The Coordinator of Emergency Lodging is a member of the staff of the Asst. Chief of Mass Care. He is responsible for planning the use of buildings for mass lodging, planning the use of private dwellings when necessary and the direction of lodging operations during an emergency. He must have two alternates familiar with his planning and able to handle the program. One assistant is responsible for mass lodging and the other for private lodging.

2. Mass Care Center Lodging Supervisor. A Mass Care Center Lodging Supervisor should be appointed for each Mass Care Center. He is administratively responsible to the Mass Care Center Manager but will receive advice and technical assistance from the Coordinator of Emergency Lodging. He is responsible for the total operation of lodging in the center.

3. Lodging Personnel in Mass Care Centers. The staff required in a Center will depend on the building or buildings used. Round-the-clock service is to be maintained and thus selection of personnel should be from those living in the vicinity of each center.

C. Pre-Disaster Duties

1. Determination of the types of emergency lodging and methods of reception required for evacuees, homeless and civil defense workers.
   a. The three types of emergency lodging are:
      (1) Mass Care Centers - a common facility for feeding, lodging and clothing.
      (2) Buildings outside of Mass Care Centers for lodging only. (Buildings for temporary rehabilitation lodging are not to be confused with private dwellings.)
      (3) Private dwellings - the use of homes of relatives, friends and other persons offering space.

2. Factors to be considered in the selection of buildings for emergency lodging:
   a. Safe and healthful location outside the probable target area.
   b. Structural soundness of building.
   c. Suitable rooms for sleeping quarters, office space, infirmary and storage of lodging supplies.
   d. Safe and adequate supply of drinking water.
   e. Heating and lighting facilities.
   f. Toilet and washing facilities.
   g. Facilities for clothing distribution, and for the cooking, serving and storing of food either in the Mass Care Center or buildings adjacent to it. (See pages 3 thru 6

State Council of Civil Defense "Manual on Mass Care Centers" and pages 4, 5, and 6 State Council of Civil Defense "Emergency Housing and Mass Feeding")

3. Before any planning is done for the selection and/or use of buildings suitable for emergency lodging a study should be made of the housing and building surveys already made in the community. Decisions regarding the designation of particular buildings for this purpose should be made after consultation with representatives from the local health, fire and police departments and other municipal agencies having a close working knowledge of the requirements and limitations of the local building and health codes.

See sample Attachment "A" Instructions for Emergency Lodging Personnel.

   a. The number and location of these buildings is to be determined by local authorities on the basis of the estimate of the problem to be met.
      (1) In target areas allowance must be made for destruction of facilities by enemy action.
   b. Plans should include the use of alternate buildings.
   c. Results of Red Cross Chapter disaster plans should be used as guides but not as a basis for planning since lodging needs will be far greater.

4. It is suggested, based on experience in England, that schools should not be used as Emergency Lodging Centers. The reason for this viewpoint is the prevention of juvenile deliquency and the necessary emotional readjustment of children which can be supplied by educational activities. In the long range view, this recommendation is completely valid. However, in many communities, the only major public structures, equipped with cooking and sanitary facilities for the care of the homeless and injured, are school buildings. If plans are made for the purpose of using schools solely for the emergency, during which time resumption of classes will be a manifest impossibility, their use is approved. If schools are used, the local director of civil defense should be consulted to make certain they are not designated for other civil defense activities such as medical centers.

D. Policy

1. Mass care is only an emergency method of providing for people pending re-housing, and from the moment Mass Care Centers are opened, every effort will be made to relocate homeless persons or families with nearby friends or relatives. Temporary movement of the homeless into provate lodging within or near the disaster area may be necessary.

2. -Homeless persons and others needing welfare services will be cared for in their own communities to the maximum extent possible.

3. People will not be moved to areas outside their own communities unless conditions in the stricken area make it impossible or inadvisable to provide for them there.

4. Productive workers should be maintained at the closest possible location to their places of employment.

5. It is the responsibility of every area of the State to assist to the limits of its capabilities those persons and areas affected by enemy attack.

6. Private lodging means the placing of homeless individuals or families in private homes where maintenance (lidging and food) or lodging only, or lodging with provision of facilities for the preparation of food by the homeless persons lodged therin, will be furnished on a temporary basis.

7. Primary consideration is to be given to housing victims of attack with friends or relatives in homes of other persons who offer space or in unoccupied houses.

E. Problems in Operation of Mass Care Centers

1. Abnormal living conditions. (See Chart on page 102 Appendix U American National Red Cross Adaption of a Community High School as a Shelter in "Mass Care in Disaster").
   a. All disaster experience has shown that extended congregate care, especially in improvised facilities, is most unsatisfactory. Every effort must be made to limit the stay of persons in such facilities to a few days at the maximum.

See Plan for Emergency Housing and Mass Feeding for the Commonwealth of Pennsylvania.

2. Sanitation, health and safety problems.

3. Racial and behavior problems.

4. Limited participation of families in their own rehabilitation due to absence from home.

5. Reluctance of families to leave the Mass Care Center after they are housed there.

6. Influx of undesirable persons.

7. Excessive cost of operation.

F. Problems in Use of Private Dwellings.

1. Psychological preparation necessary for the success of private accommodations for lodging only.

2. Recruiting and training of volunteers to handle emergency lodging service.

3. Directing and assigning emergency lodging locations for homeless.
   a. The territory included by each Mass Care Center should be indicated so that as far as possible private lodging will be registered with the Center nearest to the lodging, as each such Center will control the assignment of all lodging in that locality.
   b. Registers should be established to list private lodging made available as the result of surveys. These registers should be in files that could be readily removed to other Centers.
   c. Insofar as communication facilities permit, the emergency lodging staff should find out if the registered private lodgings continue to exist.
   d. They should also be responsible for registering additional lodging made available voluntarily after the attack.

Attachment "A"

INSTRUCTION SHEET ATTACHED TO
LIST OF
MASS CARE CENTERS

COUNTY_____
EMERGENCY LODGING PERSONNEL:

Name	Address	Phone

The above personnel are charged with obtaining and maintaining temporary lodging facilities for healthy victims of enemy attack who by reason of the attack are incapable of providing lodging for themselves.

1. The attached list of mass care centers would, as the situation developed or the need arose, be further designated as (a) Family or mixed lodgings, (b) Male lodging and (c) Female and/or childrens lodging.

2. Headquarters and alternate points unless otherwise specified will be at_____and_____.

3. All emergency lodging personnel will report to their assigned mass care centers when an alert is sounded, whereupon prompt coordination will be effected with civil defense headquarters, especially with transportation and supply sections to secure necessary vehicles, bedding material etc.

4. Mass Care Center Manager will be alerted promptly to insure readiness of sufficient centers to meet the emergency.

Copies of attached list and instructions at _____Civil Defense Office and at_____.
Reviewed by_____.
Date_____

EMERGENCY WELFARE TRAINING PROGRAM — UNIT: Organization

LESSON PLAN — TIME: 1 Hour

COURSE: Emergency Welfare Services
SOURCE: State Council of Civil Defense
Harrisburg, Pennsylvania
LESSON: Evacuation

Equipment Required for Lesson: Copy of U.S. Civil Defense Emergency Welfare Services AG - 12 - 1 FCDA.

MAIN FACTS	TEACHING POINTS
A. Definition and Organization	1. Definition. a. Evacuation is the organized and supervised removal of a portion or all of the civilians from an area designated as dangerous and their delivery to Mass Care Centers in an area considered safer. Whether voluntary or compulsory its purposes will be to preserve lives, reduce the burden on community facilities and facilitate military action. 2. Organization. a. Assistant Chief for Evacuation. The Assistant Chief for Evacuation is a member of the staff of the Chief Emergency Welfare Service and as such is responsible to the Chief EWS for the planning and the execution of the plans for all evacuation movements from within, or into his area of responsibility. b. Deputy for Evacuation Processes. (1) The Deputy for Evacuation Processes is responsible to the Assistant Chief for Evacuation for the planning and execution of the plans for all evacuation movements from the stricken area. (2) This individual should be familiar with all phases of evacuation operations so as to be able to take over the duties of Assistant Chief of Evacuation if required. c. Deputy for Reception Processes. (1) The Deputy for Reception Processes is responsible to the Assistant Chief for Evacuation for the planning and execution of the plans for the coordination of the reception of evacuees at Mass Care Centers within his area of responsibility or at Centers arranged for outside his area of responsibility.

(2) This individual should be familiar with all phases of evacuation operations so as to be able to take over the duties of the Assistant Chief of Evacuation if required.

d. Evacuation Liaison Officer.

(1) The Assistant Chief of Evacuation should recruit and train a pool of individuals, called an Evacuation Liaison Officer, each one capable of acting as a field representative of either deputy and taking charge of any one assigned specific evacuation movement from the area or into the area.

(2) The number of Evacuation Liaison Officers required in any given area will be determined by a local survey considering, density of population, target area or support area and number of Mass Care Centers planned to be in operation.

e.. Evacuation Helpers.

(1) A pool of trained assistants should be maintained capable of performing details such as, recording, guiding, clerking etc. that will be a necessary part of any planned evacuation movement.

(2) No set team of helpers should be trained to work with any one Evacuation Liaison Officer, but all helpers should be trained in detailed duties so that the number assigned for one movement may be varied depending on the number of evacuees involved and the distance of movement from disaster area to Mass Care Center.

B. Personnel

1. General.

a. Since the personnel of the Evacuation phase will not be sufficient in itself to carry out the evacuation from beginning to end but must obtain information from, give information to, and coordinate the efforts of Wardens, Police, Medical, Transportation, Clergy and other EW Services; the individuals selected for this service must possess leadership, organization and administrative ability, tact, and if possible, experience in handling large groups of individuals.

b. Some sources for this type of individual might be:
   (1) Business and industrial executives.
   (2) School teachers - (Physical Educational Instructors).
   (3) Individuals having held positions of responsibility in the Armed Forces.

C. Types of Evacuation Problems, and Policy

1. Voluntary Evacuation before an attack.
   a. In order to preserve lives, reduce the burden on community facilities and service, it may be deemed advisable by Civil Defense authorities, with the participants willingly cooperating to cause the orderly removal of persons by priority groups in anticipation of an attack.
   b. These priority groups are, but not necessarily in the order given:
      (1) Hospitalized sick and injured.
      (2) Pre-school and school age children with mothers, teachers or other suitable escorts.
      (3) Pregnant women, infirm and handicapped.
      (4) Persons in institutions and others whose presence in target area is not essential to the defense effort.
   c. Every effort should be made for individuals in these catagories, except those in item (4) institutions to take advantage of the prearranged hospitality of friends and relatives outside the target area.
   d. This is the only type of pre-attack evacuation that should be considered and planned for by civil defense authorities.

2. Compulsory Evacuation immediately following an attack.
   a. As a result of an attack, certain areas may be so destroyed that they are no longer habitable or certain areas may be in the path of advancing fire or danger requiring civil defense authorities to order the evacuation of these areas.

b. Even under these conditions individuals falling in the four catagories covered in above phase, the injured resulting from the attack should be evacuated. Civil Defense workers and able bodied men and women should remain in the area or move to a safer adjacent area and continue to fight the disaster.

c. When the situation is under control, these individuals could eventually be evacuated to nearer Mass Care Centers for shelter in order to continue the fight against successive attacks or return to jobs wherever available and continue production.

3. Compulsory Evacuation on order of Military Authorities.

a. In order to save lives and prevent interference with military operations, the Military authorities may order the evacuation of certain areas. The evacuation so ordered would be organized and coordinated by civil defense authorities. The extent of the evacuation would be determined by military necessity.

4. Panic.

a. Civil Defense authorities together with military authorities feel that panic will be alleviated if civil defense is organized, and the citizenry educated to proper action. Nevertheless, such a contingency cannot be overlooked. Certain individuals in anticipation of attack or as a result of an attack may start to evacuate an area without authority. It will be the problem of the Warden in the Area concerned assisted by the police to stop such a movement in its inception. But, if far advanced, the evacuees should be stopped and assembled in improvised safe assembly areas. If upon investigation the area from which the evacuees have come is not habitable, as a result of the attack, the Control Center should be notified as to numbers and location so that the Assistant Director of Evacuation can function and continue the evacuation in an orderly and organized method.

5. Total Evacuation.
Total evacuation has a place in civil defense only where areas are taken over by the military or where the attack has so destroyed the community that facilities necessary to sustain life cannot be restored.

6. Miscellaneous Problems and Policy on Evacuation.
   a. Private cars are not to be used unless other type transportation is not available. This is for the following reasons:
      (1) The hardship of controlling many cars in a long column hauling relatively few evacuees.
      (2) Gasing and maintenance in route of many cars in all stages and conditions of repair.
      (3) Driving ability of individual on stress and strain.
   b. (1) Assembly areas should be railroad stations or bus terminals for pre-attack evacuation.
      (2) For post attack evacuation, assembly areas should be as close to evacuation area as possible and at junction of important roads for transportation. Possible open areas will have to be used in most instances.
   c. Personal equipment of Evacuees Post Attack.
      (1) Evacuees should be instructed to take only what they can carry and this should consist only of essentials to carry them through the first two or three days such as:
         Blanket per person (blanket roll per family)
         Tin pie plate per eating
         Large spoon per individual
         Cup per individual
         Extra pair of shoes, socks, underwear and outer garments
   d. Accounting for Evacuees.
      (1) In preattack forms for listing evacuees, tags, etc. may be elaborate as desired because planning and operation time will be ample without hysteria factor present.

(2) In post attack evacuation such procedures will not be applicable. Wherever possible the Warden should conduct the residents of his block to the Assembly area with a copy of his precensus list corrected showing those present. This should be used until evacuees arrive at Mass Care Centers where time will permit accounting by filling in prescribed information forms.

D. Duties

1. Assistant Chief for Evacuation.

a. Preattack

(1) Secure and appoint Deputy for Evacuation Processes and Deputy for Reception Processes and with their assistance recruit required number of liaison officers and assistant liaison officers.

(2) Contact necessary cooperating CD services bringing them into the planning phase in order to assure exchange of information, cooperation and functioning of evacuation.

(3) Plan evacuation procedures.

(4) Train all personnel in their specific duties.

(5) In cooperation with Warden Service registration and classification of priority group in community.

(6) Information to community as to procedures and baggage to be taken if evacuation should be necessary.

(7) Conduct training exercises.

b. Attack Duties

(1) On alert or as soon thereafter as possible, assemble staff at headquarters.

(2) Contact Warden, Police, Medical, Transportation, Assistant Chief Mass Care to assure adequate flow of information.

(3) Review plans with staff.

(4) Keep record of all information and as soon as full picture of damage develops, start plan in order to make recommendation to Director if called upon for one, or promptly put into execution an evacuation plan if ordered.

c. Post Attack
(1) Keep abreast of all information and keep planning.
(2) Put into operation an evacuation ordered by authorities.

2. Deputy for Evacuation Processes
a. Pre-attack duties
(1) Assist the Assistant Chief of Evacuation in all duties listed under his office in this phase with particular emphasis on evacuation processes.
b. Attack duties
(1) Assist the Assistant Chief of Evacuation in all duties listed under his office in this phase with particular emphasis on evacuation process.
c. Post Attack Duties
Same as given above.

3. Deputy for Reception Processes
a. Pre-attack.
b. Attack
c. Post Attack
Please see above.

E. Elements of a General Plan for any given evacuation movement.

1. General plan for evacuation and cooperating Services (post attack).
a. Movement of evacuees from evacuated area to assembly points - Warden Services assisted by Police Service.
b. Control and Welfare of evacuees at Assembly Point - Evacuation Liaison Officer assisted by Warden and Police Services.
c. Movement of Evacuees from assembly area to Mass Care Center. Evacuation Liaison Officer generally in charge with Transportation Officer in charge of vehicles, and Police in charge of escort or traffic control.
d. Mass Care Center - Mass Care Center Manager assisted by Liaison Officer Reception Processes.
e. As soon as evacuees are delivered and available records transferred to Mass Care Center Manager, all personnel return to Control Center for next assignment.

Attachment "A"

EVACUATION OPERATION SHEET
(Post Attack)

_____
Date

Assignments to movement

Liaison Officer, Evacuation Processor	Staff	Staff	Staff	Staff
Liaison Officer, Reception Processor	Staff	Staff	Staff	Staff

Area to be Evacuated (1)	Assembly Area (s) (2)	Type Transportation (3)	Route (4)	No. (5)	Comfort & Feeding Stops (Location) (6)	Mass Care Center (s) (Location) (7)	Approx. Time Arrival (8)	Remarks (9)

INSTRUCTION FOR USE OF
EVACUATION OPERATION SHEET
(Post Attack)

1. Purpose
   a. A form to be used as a work sheet in planning any given evacuation to assure coordination of all cooperating services.
   b. Sheet to be started by Assistant Director for Evacuation as soon as needed for evacuation of certain areas are anticipated.
   c. Liaison Officer, Evacuation Processes and Liaison Officer, Reception Processes assigned by Assistant Director for Evacuation for specific movement.
   d. Number of Staff assigned dependent on size and length of movement.

2. Column (1) Area to be Evacuated. Give location. Decision reached by Director based upon reports from all services particularly Warden, Police, Special Reconnaissance Groups. (This information given to Warden and Police Service for action and assistance.)

3. Column (2) Assembly Area. Selected by predetermined plan. (Information to Warden and Police Services for action and assistance.)

4. Column (3) Type Transportation. Type transportation and number of vehicles or railroad cars. (Information furnished by Transportation Service.)

5. Column (4) Route. Selected by Transportation Service in conjunction with Police Service. (Police service takes action on traffic control and/or escort.)

6. Column (5) Number. Enter number of evacuees assigned to one Mass Care Center or in any one given convoy. (Information sent to receiving Mass Care Center.)

7. Column (6) Comfort on Feeding Stops. Selected by Evacuation Service - Number stops dependent on length of trip and physical condition of evacuees. (Information forwarded to communities concerned over police or Welfare Channels.)

8. Column (7) Mass Care Center. Enter Mass Care Centers selected to receive evacuees. (Information sent to Mass Care Centers concerned.)

9. Column (8) Approximate Time Arrival. Information supplied by Transportation Service. (Information to receiving Mass Care Center.)

10. Column (9) Remarks. Information as to general make up of evacuees and physical condition. (Information to receiving Mass Care Center.)

11. General Instructions.
   a. Use one form for each complete movement. Do not try to combine several different evacuation movements from different sections of the community on one sheet.

b. As soon as plan is complete, Liaison Officer Evacuation Processes with staff will report to Assembly area to receive evacuees. He supervises all personnel throughout until arrival at Mass Care Center.

c. Liaison Officer - proceeds to Mass Care Center and assists personnel there to prepare for reception. He stops at all Comfort and Feeding Stops en route personally giving information and checking on arrangements.

EMERGENCY WELFARE TRAINING PROGRAM

UNIT: Organization and Duties

LESSON PLAN

Time: 30 Min.

COURSE: Emergency Welfare Services
SOURCE: State Council of Civil Defense
Harrisburg, Pennsylvania
LESSON: Temporary Rehabilitation Aid

MAIN FACTS	TEACHING POINTS
A. Organization of Temporary Rehabilitation Aid Section	1. EWS is responsible for providing individual counseling and material assistance for persons in need as a result of enemy attack. This emergency welfare operation is to assist individuals towards their own self-rehabilitation and continue only until help can be provided by regularly established private and public welfare agencies. In most cases, it will follow mass care but in some instances it will start with mass care. It is the preparation for post-disaster permanent welfare services. All Mass Care Center operations and records are to be used by this Section and not duplicated.
	2. In order to accomplish this mission, the operation may be divided into two main divisions: a. Special services which include interviewing, advising and referring individuals and families requiring specific assistance to appropriate places. b. Rehousing. This includes the furnishing of housing accommodations to the homeless for specific groups of people and should not be confused with temporary lodging which is discussed in a separate Lesson Plan.
	3. Since long-time care requires the service of all available community resources, the planning should be done jointly by personnel responsible for evacuation, medical and health services, and an advisory committee made up of local representatives from public and private social agencies, legal and religious organizations and the appropriate county fiscal agent.
	4. This is a small administrative group which acts as the link between temporary services rendered by the Mass Care Center and the permanent welfare services already established and geared to the community

needs and long term rehabilitation problems.

B. Personnel

1. General.
   a. Personnel whenever possible should be obtained from social workers, welfare aides, persons with experience in wartime relocation and resettlement, housing construction engineers and accountants.

2. Assistant Chief of Temporary Rehabilitation Aid and Staff.
   a. An Assistant Chief of Temporary Rehabilitation Aid.
      (1) The Assistant Chief of Temporary Rehabilitation is one of three assistants to the Chief of Welfare Service. He is responsible for the organizing and operating of a temporary rehabilitation program. His deputies are:
         (a) First Deputy of TRA is charged with Individual and Family Care. This responsibility includes counseling services to both individuals and families. The selection of such an individual and any helpers should be chosen from personnel who can instill confidence and understand emotional problems.

         (b) Second Deputy of TRA is charged with the problem of Child Care. The immediate needs of unaccompanied, orphaned, dependent and delinquent children and youths should be met by temporary placement in group care homes, institutions and other places capable of providing minimum essentials of protection and care. Foster homes should be used. Referral to child caring agencies should be made whenever possible.

         (c) Third Deputy of TRA is responsible for Institutionalized groups. These include chronically and mentally ill, crippled children or children and youths in need of institutional care for other reasons, dependents in homes, and inmates of correctional establishments.
            (1) Inmates of institutions who have been confined by

Copies of "Child Caring Agencies and Institutions in Pennsylvania" Bulletin No. 9, Revised January 1951, Department of Welfare have been sent to each C.D. County Director

court order will be arranged for by the Superintendents and Wardens in cooperation with the local civil defense authorities.

(a) Every Superintendent and Warden of all State-owned Welfare Institutions has prepared a survey of available facilities for civil defense planning. If a copy is not already in the hands of the county civil defense office arrangements should be made to obtain one for institutions within the area covered by the county.

C. Policy

1. Temporary Rehabilitation Aid does not propose to restore preattack conditions.

2. Temporary Rehabilitation Aid is not to duplicate any services rendered in the Mass Care Center.

3. Records and services of the Mass Care Center are to be made available to the Temporary Rehabilitation Aid Section.

4. Employment counseling will be a referral service handled preferable by personnel with employment and vocational rehabilitation experience.

5. Legal guidance is to be given by referral to consulting lawyers selected by the local civil defense authorities.

6. Financial assistance granted for essential supplies or services is to be given on a limited basis only during the civil defense emergency and based on approved local civil defense arrangements.
   a. Immediately following disaster every effort should be made to give material assistance for emergency needs.
   b. Should continuing care be required, applicants should be registered and clearances made in accordance with local civil defense fiscal authorities.

7. All rehousing should be made as close to the previous home location as possible.

8. Workers should be helped to find housing near their place of employment.

9. As soon as possible, all existing private and public welfare agencies are to resume responsibilities in accordance with their particular phase of activity.

EMERGENCY WELFARE TRAINING PROGRAM

UNIT: Organization and Distribution

LESSON PLAN

TIME: 30 Min.

COURSE: Emergency Welfare Services
SOURCE: State Council of Civil Defense
Harrisburg, Pennsylvania
LESSON: Information Services

MAIN FACTS	TEACHING POINTS
A. Organization of Information Services.	1. EWS is responsible for furnishing general information concerning local conditions, welfare facilities, transportation, restoration of utilities and similar data to victims of disaster. Accurate information is vital for the survival of community life, morale and the total civil defense effort and should be supplied as promptly as possible. Experience in the last war showed the importance of establishing not only Emergency Information Centers within each Mass Care Center, a Central Registration and Inquiry Center, but also Damage Inquiry Points at the site of any major damage to act as the focal point for all types of inquiries.
	2. The individual responsible for this operation should be one who has had experience in available community welfare resources and a thorough knowledge of the organization of the civil defense structure.
B. Personnel	1. Coordinator of Information. The Coordinator of Information is a member of the staff of the Assistant Chief Mass Care. He is responsible for the planning, operation and dissemination of Emergency Information.
	2. Supervisor of Information. The Supervisor of Information is administratively responsible to the Mass Care Center Manager but will receive technical assistance from the Coordinator of Information. The Supervisor of Information is responsible for: a. Receipt of information to individuals and groups on general conditions, facilities and services.

b. Relaying this information to individuals and groups, teams and other civil defense units.
c. Conveying information from civil defense headquarters to local groups where it will be checked and compared with other reports.
d. Provision of general information regarding emergency conditions.
e. Direction of people to welfare facilities.
f. Sending trained personnel to man Damage Inquiry Points.

3. Initial Contact Workers.
The Initial Contact Worker is responsible to the Supervisor of Information for the appropriate and accurate dissemination of information to disaster victims, either in the Mass Care Center or at a Damage Inquiry Point, designated by the Supervisor of Information. (Each Damage Inquiry Point is to be manned by a trained team of worker as long as may be required.) The Initial Contact Worker is responsible for:
a. Assigning individuals to a specific person or location according to need. (It is suggested that a minimum of six to ten individuals should be available for each Mass Care Center of 500).

4. Receptionists, Escorts and/or Messengers.
The Receptionists, Escorts and/or Messengers are responsible to the Supervisor of Information, and are to assist the Initial Contact Worker. They must be able to inspire a feeling of calm and confidence and must be thoroughly familiar with the facilities provided in the Mass Care Center. (It is suggested that a minimum of from four to eight individuals be available for each Mass Care Center of 500.) It is important that messengers be provided to act as runners between the Damage Inquiry Point Warden's Posts and other points from which lists or information are to be obtained or to which information is to be taken.

C. Pre-Disaster Duties

1. The Coordinator of Information working with Registration and Inquiry is responsible to the Assistant Chief Mass Care in the establishment of a Central Registration and Inquiry Center to which information may flow, be assembled and filed for the use of individuals and groups sending in welfare inquiries. A separate Lesson Plan will follow describing the purpose and use of Registration and Inquiry forms.

2. The planning of a location for an Emergency Information Center in each Mass Care Center with adequate communication service from this center to local civil defense headquarters and other Centers. This is to be done by the Coordinator of Information working with the Supervisor of Information in each Mass Care Center.

3. The planning of Damage Inquiry Points to:
   a. Relieve the Emergency Information Center of many inquiries from the general public concerning individuals and the preparation of this inquiry "for referral to" Registration and Inquiry Service.
   b. Pass on any information which might be of use to the services working at the place of disaster.
   c. Receive and pass on to the general public any information which might relieve their anxiety or help them in distress, thereby assisting in restoring morale.
   d. Undertake such other duties as requested by authorized civil defense authorities, such as receiving and listing personal belongings and valuables for delivery to a designated place for safe custody.
   e. Provide escorts to accompany relatives to hospitals and mortuaries and guide stragglers to the Mass Care Center and First Aid Medical Centers.

4. Determination of the method of obtaining information from various local sources.

a. This includes a thorough knowledge of the regularly established public and private welfare organizations in the community and the procedures to be used in the transfer of victims of disaster and their problems to these agencies.

5. Listing of available sources to contact for assistance in problems dealing with lack of utility service, methods of obtaining information regarding transportation routes to be used, "and the regulations" as set forth by the State and auxiliary police. (In all the above, the specific individual or individuals responsible and the phone numbers of each are necessary.)

D. Policy

1. The Emergency Information Center is responsible for receiving information from local civil defense headquarters regarding the well being of affected persons and relaying information to Mass Care Centers.

2. The Coordinator of Information is responsible for relaying to the local civil defense headquarters information received from Mass Care Centers and/or Damage Inquiry Points.

3. Information will be disseminated in the Mass Care Center only upon direction of the Manager of the Mass Care Center, or person named by him by the following means.
   a. Crally
   b. Group announcements
   c. Bulletin and black board notices
   d. Releases to the Public Affairs office for distribution through their regular channels.

4. Each Coordinator and Supervisor of Information should be familiar with the operations of the local civil defense Communications Center.

5. Only emergency information will be given initially to prevent errors such as location of hospital facilities, availability of transportation, location of other Mass Care Centers, lodging facilities, clothing depots etc.

6. Log sheets are to be kept at each Information desk, either in the Mass Care Center or at Damage Inquiry Points. (See Attachment A suggested form for Log Sheet and instructions for use.)

7. Care is to be taken when giving good news. (British experience has found that people do not break down when receiving bad news but relief is so great when good news is given pent up emotion is released.)

8. The Damage Inquiry Point is operational and is not intended to usurp in any way the functions of the Mass Care Center or Central Registration and Inquiry Center.
   a. The Damage Inquiry Point is to be manned by:
      (1) a representative(s) from Information Service for relaying to the Emergency Information Center any information received from field services, and for disseminating information to field services and the public as instructed by the Emergency Information Center.
      (2) a representative(s) of Registration and Inquiry for taking care of individual registrations and inquiries.

9. Arrangements shall be made to send information at the earliest possible moment to the Central Registry from:
   a. Mass Care Center
   b. First Aid Casualty Lists
   c. Mortuary
   d. Hospital

10. Every inquiry, however trivial, should be noted together with the reply given. Care must be taken to insure correct sequence of inquiries and answers. This applies to the Information Service particularly.

11. The Damage Control Officer is a trained individual on the staff of the Director who is sent by him and assigned a specific area in which he is given complete charge in coordinating all efforts of civil defense services. He is a field representative and speaks by the authority of the Director in his assigned area.

E. Organization of a Damage Inquiry Point

1. The Disaster Inquiry Point should be established immediately and should continue in operation as long as required.

2. The Damage Control Officer should select the site for the Damage Inquiry Point and advise the Supervisor of Information at the nearest Mass Care Center. The Information personnel will normally be supplied by the Emergency Welfare Section but in their absence, or pending their arrival, the duties should be carried out by the Wardens.

3. The Damage Control Officer may locate the Damage Inquiry Point where it may serve several Sectors.

4. The Damage Inquiry Point should be located in a building or in a covered location if possible, and may be transferred to a better place when opportunity permits.

5. If the damage area is large, necessitating personnel coming from some distance, or if congestion occurs in and around the Damage Inquiry Point, the Supervisor of Information may give instructions for one or more additional Points to be opened. In this event there is to be coordination of all information received.

6. Records are to be as simple as possible and kept in such a manner as to insure quick and ready reference.

ATTACHMENT "A"

_____
(date)

LOG SHEET

_____
(Installation)

_____
Address

Individual making entry (1)	Time (2)	Information (3)	Source (4)	Remarks - (5)	Action Taken

INSTRUCTIONS

1. Log should be kept from 2400 to 2359.
2. Column (1) initials of individual making entry.
3. Column (2) time information was received - use 2400 hour clock.
4. Column (3) enter full information if information is received orally - brief resume of written message and attach written message to log sheet.
5. Column (4) enter name or service from which information is received.
6. Column (5) enter action taken on information.

EMERGENCY WELFARE TRAINING PROGRAM

UNIT: Organization

Time: 40 Min.

LESSON PLAN

COURSE: Emergency Welfare Services

SOURCE: State Council of Civil Defense
Harrisburg, Pennsylvania

LESSON: Registration and Inquiry

Tools and Equipmnet Required for Lesson:

1. State Council of Civil Defense Registration and Inquiry Manual.
2. Functional Organizational Chart included in the Lesson Plan on the Organization of Civil Defense. (Note: This Lesson Plan is as brief as possible for the above listed materials include the necessary basic procedures.)

MAIN FACTS	TEACHING POINTS
A. Organization of Registration and Inquiry	1. See "II. ORGANIZATION" - REGISTRATION AND INQUIRY MANUAL and "FUNCTIONAL ORGANIZATIONAL CHART FOR PERSONNEL" in LESSON PLAN: The Organization of Civil Defense.
B. Personnel	See "D. PERSONNEL" - REGISTRATION AND INQUIRY MANUAL
	I. Coordinator of Registration and Inquiry. The Coordinator of Registration and Inquiry is a member of the staff of the Assistant Chief Mass Care. He is responsible for the planning and operation of Registration and Inquiry Service.
	2. Supervisor of Registration and Inquiry. The Supervisor of Registration and Inquiry is administratively responsible to the Mass Care Center Manager but will receive technical assistance from the Coordinator of Registration and Inquiry.
	3. The personnel required in R & I Service will depend upon the size of the county, the number of R & I units to be set up and their location and the number of persons who will require service. The figures given represent the maximum number of staff used in any one day; this maximum is expected to be needed every day for at least the first seven days. The estimates recognize the differing roles played by target areas and reception areas; they also break the personnel requirements down into the various functions.

a. TARGET AREAS: The estimates are based on a group of persons made up as follows: 1,000 injured, 1,000 dead, 2,000 homeless, and 20,000 formal inquiries relating to these people. The personnel required to handle this work load will be: Registration Workers (file clerks and messengers)--25; Central Registry worker 25; R & I teams at Mass Care Centers, hoptitals, mortuaries, etc.--50.

b. RECEPTION AREAS: The estimates are based on a group of persons made up as follows: 2,000 homeless and 10,000 inquiries. The estimated staff needs are: Registration Workers--10; R & I teams at Mass Care Centers, hospitals, mortuaries, etc.--15 Central Registry workers--25.

4. There should be one supervisor for every 25 workers, for each supervisor there should be at least one assistant. In appointing supervisors and their assistants it is important that persons be selected who can be counted on to attend training sessions and report for duty under disaster conditions.

5. As many as possible of the above estimated staff should be recruited and trained for R & I Service. It is recognized that only in the event of enemy action can full staffs of available, willing workers be found. The training of personnel, therefore, involves the complete training of all supervisors and their alternates and a minimum staff of workers; the number of workers to be trained should be no less than 20% of the estimated staff needs and no less than four for each unit in the service. The balance will be given on-the-job training by this corps of trained supervisors and workers.

C. Pre-Disaster Duties

1. Deciding where the units contemplated to handle Central Registry and registrations and inquiries are to be located. SeeIII, PLANNING - REGISTRATION & INQUIRY MANUAL.

2. Establishment of a Central Registry for the county or a group of counties to which may flow registrations and inquiries and where this information is assembled and filed for the use of R & I Service sending in inquiries.

3. Planning for R & I teams for registrations which are to be assigned to units in the Mass Care Center, hospitals, mortuaries, etc.

D. Policy

See "IV. PROCEDURE". REGISTRATION AND INQUIRY MANUAL.

1. In the event of a war-caused disaster, persons in a disaster area who can help themselves by making postcard registrations and inquiries should do so.

2. R & I personnel will not accept telephone registrations or inquiries.

3. Registrations and inquiries will be received by R & I teams assigned to Mass Care Center, hospitals, mortuaries, etc. None will be received at Central Registry.

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